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ABSTRACT

The intent of this report is to examine the status and functions of the nation's historically black institutions as they have been affected by the assistance provided under Title III of the Higher Education Act of 1965. First, background to the development of Title III legislation is reviewed. Second, evaluations of Title III programs that have been carried out to date are discussed. Finally, the major body of the report describes and presents results of a 1979 survey of Title III's impact (conducted by the southern Education Foundation). The survey consisted of a questionnaire mailed to the presidents of 103 historically black colleges and universities believed to be the recipients of Title III funds, and probed their opinions regarding the effectiveness of the legislation and funds it provides within their institutions. Specific issues examined included the uses of funds, improvement of management, faculty development, curriculum development, student services, and essential and enduring changes. Based upon the responses (38 percent of the original questionnaires), it is concluded that (1) Title III has enabled many institutions to fulfill roles that might otherwise have lagged, and (2) Title III seems to have helped many institutions to broaden or consolidate their missions and to improve the educational services provided to their students. (Author/GC)

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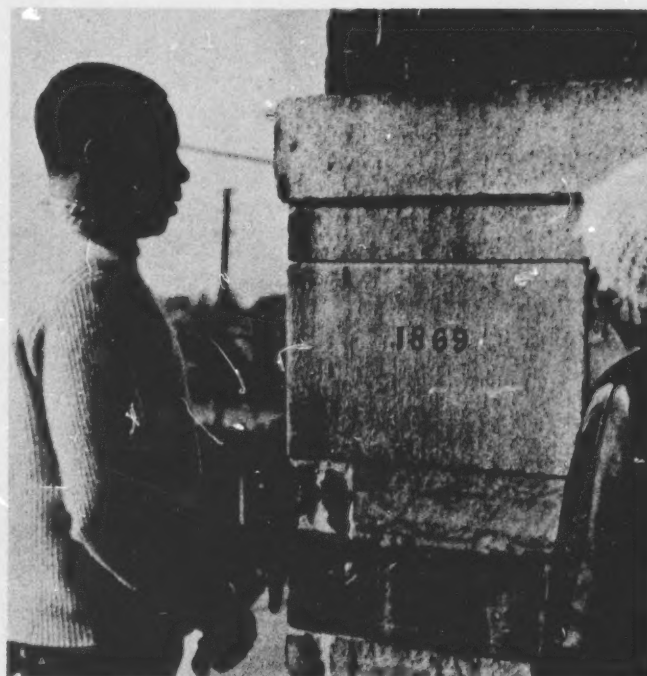
On Historically Black Institutions

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A STUDY OF TITLE III IMPACT ON HISTORICALLY BLACK INSTITUTIONS

by

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TITLE III AND THE NATION'S HISTORICALLY BLACK INSTITUTIONS

Introduction

The nation's historically black institutions have been subject to intense and often bitter criticism since their establishment in the 19th century. In 1979 this criticism apparently entered a new cycle with Congressional deliberations on the re-authorization of Title III of the Higher Education Act of 1965, the release of a highly critical report on Title III by the General Accounting Office, the approval by HEW of plans submitted by several states involved in Adams v. Califano, and the possibility that a crackdown by HEW against fraud and abuse in financial support to students had resulted in an enrollment drop at a time when colleges and universities could afford it least.

Despite an executive memorandum in early 1979 commending the "unique and important role" of the historically black institutions and directing federal agencies to ensure the enhancement of that role, most historically black institutions felt the threat of drastic cut-backs in federal support. Announcement by the Ford Foundation that it would include the impact of "traditionally black colleges" in a national study of the educational progress made by minority groups indirectly called to question the various forms of assistance that both foundations and the federal government have given historically black institutions in the past two decades.

Implicit in the actions taken by federal agencies and foundations and explicit in the testimony given at Congressional hearings was

the criticism that historically black institutions had poorly used the funds provided by Title III to assist or strengthen developing institutions. The General Accounting Office reportedly could find little evidence that the institutions served by Title III had moved closer to the "mainstream" of American higher education, and new criteria were again proposed by HEW officials for determining which institutions among the nation's three thousand should be eligible for the institutional assistance permissible under Title III. Testimony was given in Congressional hearings that since the nation's two-year colleges enrolled the majority of low-income and minority students, the proportion of funds explicitly allocated to two-year colleges should be increased to at least 40 percent. Since only 16 of the historically black institutions are two-year colleges, efforts to increase support for two-year programs were perceived to be at the expense of institutions that had long served the nation's leading minority group.

The intent of this report is to examine the changing status and functions of the nation's historically black institutions as their status and functions have been influenced by the institutional assistance made possible by Title III. The Higher Education Act of 1965 is regarded as President Lyndon B. Johnson's "monument" and the specific sections of that legislation dealing with "developing institutions" are believed by many observers to be a firm commitment of federal support to institutions serving black citizens. The viewpoints presented in the report are based on a survey of presidential opinions and beliefs concerning the effectiveness of Title III, but other insights and implications are drawn from the extensive

literature on historically black institutions and from active involvement in Title III projects over a fifteen-year period. One of the working premises for this report is the recognition that as federal legislation designed to assist a specific population of institutions, faculty, and students, Title III has many weaknesses and limitations but it could be regarded as one of the legislative successes of the 1960s. A critical review of Title III's impact on the nation's historically black institutions should identify weaknesses that can be eliminated or corrected but it should also identify actions, programs, and forms of institutional development that may not have been possible without the institutional support given by Title III. A balance sheet between Title III's limitations and its advantages is unlikely to give support to any conclusions that Title III was unwise. Some Title III funds have been spent unwisely, but other Title III funds have been spent well and it is the impact of funds well spent that has sometimes escaped the attention of critics.

Historically or Predominantly?

Even a casual review of the literature concerning black colleges will reveal trends in labels and classifications. No particular designation has served well over an extended period of time and while there is usually agreement on the specific institutions that should be included, writers and speakers are sometimes at difficulty in identifying the institutions as a group in a manner that will not offend faculty, students, alumni, or benefactors. Usage in recent years suggests that the term "historically black institutions" is

apparently acceptable to most observers. The term is used in this report without capitalization because it is intended to designate a group of institutions as such and not to signify any particular status or institutional characteristic.

The historically black institutions are distinguished from the predominantly black colleges primarily by their date of origin and the traditional role they have played in American society. Although Bluefield State College in West Virginia, Lincoln University in Missouri, and West Virginia State College now have a majority enrollment of white students, they may still be included in studies or inventories of the historically black institutions because of the circumstances under which they were established and the students they have served throughout the major portion of their history. All three institutions were established in the 19th century and became majority-white institutions only in recent years.

Relying on the judgment of a knowledgeable panel, the National Center for Educational Statistics (NCES) in 1978 released a compilation of "traditionally black institutions of higher education." The total number of these institutions was 106 and their average enrollment was calculated at 2,020 students. Public institutions enrolled the larger portion of students but as is often pointed out, there is a larger number of private institutions in the group, a fact reflecting the conditions under which they were established.

A group of institutions identified as "predominantly black colleges" are much more recent in origin, are located mostly in urban areas, and do not provide a great deal of instruction at the upper division level. Many are the products of rapid growth

in the 1960s and owe their establishment to the concentration of population in urban areas. Not only do they differ from historically black institutions in date of origin and "history" but also in programs of instruction and other functional ways. Many have not been eligible for Title III funds because of their recent establishment but most did become eligible as Title III emphases were shifted to institutions serving minority and low-income students.

The Origins of Title III

Earl McGrath's (1965) study of the "Predominantly Negro Colleges and Universities" must be regarded as a landmark in the history of historically black institutions because of the influence it had on subsequent events. In many respects his study created a climate of optimism and willingness to assist historically black institutions.

McGrath's study is important because it explicitly identified the predominantly Negro colleges as a national resource and as the source of black leadership. Although they constituted only three percent of the colleges in the nation, the predominantly Negro colleges were educating over 50 percent of the nation's black students. The black college was thus the major avenue to higher education for blacks and would be the major avenue for the foreseeable future. It was McGrath's considered judgment that these institutions ought to be preserved and strengthened. Although he firmly insisted that better opportunities should be assured elsewhere, he was convinced that any elimination of the weaker institutions would mean deprivation of educational opportunity for many students.

The role of the predominantly Negro institutions was particularly valuable in its service to disadvantaged groups. A strong effort

was given to the remedial work students needed and the curricula in these institutions served utilitarian ends. At the time McGrath wrote, two-year colleges were not a major factor in the education of blacks and the black institutions themselves had an enrollment that was predominantly female.

The report issued by McGrath was instrumental in bringing the historically black institutions to the attention of the nation and in convincing the nation's decision and policy makers that these institutions should be aided. McGrath's emphasis on federal support was especially pointed. The federal government gave very little support to the historically black institutions, and much of that went to Howard University, an institution at the government's doorstep. Included in the need for federal support was the need for student financial aid and national understanding that personal and social advancement was dependent upon higher education.

The recommendations made by McGrath specifically addressed the maintenance and strengthening of the historically black institutions as a valuable, national resource. Further recommendations considered their inter-institutional cooperation and coordination. It was particularly important that the predominantly Negro colleges and the predominantly white colleges work more closely together. Both statewide and regional cooperation in higher education would be needed for such efforts to be successful.

Other recommendations concerned the need for long-range planning, faculty development, and curricular change. It was McGrath's particular contention that the liberal arts should be strengthened and that crafts or agricultural courses should be

phased out when they no longer served the needs of students. Remedial education, however, would be needed for the foreseeable future.

McGrath's recommendation for federal support was unequivocal:

"...The Federal Government must assume a major and inescapable role, for the Negro colleges are chiefly located in the most economically disadvantaged states in the union . . . The provision of equal opportunities for higher education on a national basis will require massive Federal action and support, and the institutions in this study must be its earliest and relatively largest beneficiary if the present racial inequities are to be forever eradicated from our national life."(p. 168)

It is a bit too generous to give McGrath credit for the inclusion of Title III in the Higher Education Act of 1965, but his viewpoints and recommendations were indicative of the educational climate in the 1960s and they did help point federal legislation in the direction of "strengthening developing colleges." It is quite significant that while the wording of Title III was sufficiently general to include many institutions of which Congress was not aware at the time of enactment, the wording did include descriptive phrases that pointed to the historically black institutions. It is now impossible to read such phrases as "outside the mainstream," "in financial need," and "capable of making a contribution" without inferring that a specific intent of Congress was to provide institutional aid to a particular group of colleges that had long served national needs by educating a substantial portion of its most visible minority group.

The Jencks and Riesman Study

An entirely different view of the historically black institutions was taken by Christopher Jencks and David Riesman in an article in the Harvard Educational Review. It was the contention of these two critics that the private elite colleges, such as Atlanta University, Dillard, Fisk, Hampton, Howard and Tuskegee were not comparable in meaningful ways to Boston College, Georgetown, Fordham, Notre Dame and St. Louis.

Jencks and Riesman saw no prospects of integration in the private non-elite colleges. To the contrary, they found faculty recruitment to be a problem because of the isolation and "intellectual poverty" of the institutions. They believed the efforts to upgrade the faculty would have marginal effects only and they seem particularly scornful of summer institutes in northern institutions that presumably would upgrade faculty but just as obviously did not. Jencks and Riesman reached the pessimistic conclusion that the historically black institutions could not be closed down and they could not be consolidated.

The article was particularly devastating. Jencks and Riesman regarded black institutions as an entry to the white-collar world only and as no avenue to the life of mind. They found the public colleges less free than the private colleges and among the least-favored institutions in the nation. These colleges were unlikely to recruit gifted students and they were quite likely to remain fourth-rate institutions at the tail-end of the academic procession.

Despite their scholarly contempt, Jencks and Riesman were nonetheless aware of the historically black institutions as the source

of leaders for the civil rights movement and social revolution of the 1960s. They acknowledged the active concern with minority rights in mass society and further acknowledged that these colleges provided opportunities for many blacks to learn the roles and responsibilities of leadership as presidents, dean, and department heads.

They contended further that the historically black institutions remained a valuable source of leadership -- and a necessary means of socialization or acculturation experience or opportunity. This appraisal of the historically black institutions was discounted, however, by their further contention that there were no immediate, reliable alternatives for many blacks who had not overcome the disadvantages of public schooling and the integration crises of the 1960s. The historically black institutions will be needed, they believed, until such time that public policy fully decrees that they should no longer be "racially identifiable" and clearly communicates means by which they can evolve into different kinds of institutions.

Despite its arrogant tone -- and despite the opposition the article drew from distinguished black leadership -- the Jencks and Riesman article was instrumental in calling further attention to the difficulties of historically black institutions and the need for financial support from the federal government. The major influence of the article, however, may have been with the nation's foundations. Because of Riesman's personal prestige, the views expressed in the article, and later in Jencks and Riesman's book The Academic Procession, may have been unduly influential in determining the kinds of projects private foundations would fund for the nation's black institutions.

The article was also influential in the challenge it issued to the leadership of historically black institutions. Many spokesmen for the institutions gained the nation's attention through their spirited defense and the passage of time suggests that the Jencks and Riesman article was, on balance, not as harmful as first thought.

The SREB Study

In a far more constructive vein the SREB Commission on Higher Educational Opportunity in the South (1967) addressed the "unprecedented urgency about insuring equal opportunity for Negro Americans." The Commission was established in an effort to examine the status of the predominantly Negro colleges in the south and to suggest roles that these institutions might play in the immediate and long-range future. One of its premises was the belief that the predominantly black institutions could not be considered in isolation from the rest of higher education and that any role suggested for the institutions had to be complementary to the role served by other institutions.

The Commission asked that a regional commitment be made to equal higher education opportunity for Negroes in the south. To accomplish this: (1) immediate steps should be taken to help Negro college students overcome the handicaps of educational disadvantage and cultural deprivation, (2) long-range plans should be improvised to complete the evolution of the South's dual system of higher education into a single system serving all students, and (3) all types of educational resources, including traditionally Negro colleges and universities, should be engaged in a massive effort to achieve equality of educational opportunity.

The Commission acknowledged that these recommendations raised questions about the future of the South's 104 traditionally Negro institutions because they "do not match their predominantly white counterparts in admission standards, breadth and depth of curriculum, quality of instruction, or preparation of students for employment. They are plagued by grave financial, administrative, and teaching problems." The Commission added that if the historically black institutions are to become equal participants in southern higher education, "drastic changes will be necessary. It will take time and greatly increased financial support to prepare students for equivalent academic work, to develop faculty, to correlate educational programs."

Closing or "phasing out" the historically black institutions would not further the cause of equal educational opportunity. At the time of the study, 104 institutions were educating 15 percent of the region's college-age Negro population. The total enrollments of the institutions were 123,556, approximately two-thirds of whom were enrolled in public institutions. The Commission believed that state planning was imperative and that the role of the traditionally Negro institution must be redefined so that its purpose and programs became a part of a state-wide system's purpose and programs. Such terminology was not calculated to please black leadership and the Commission's report received a great deal of criticism from alumni with strong institutional loyalties.

The importance of the SREB Commission, however, is to be found in its call for concerted action at the state and regional levels. Among its many constructive recommendations were the improvement of

instruction and curriculum, the promotion of inter-institutional cooperation, the improvement of administration, and the establishment of a regional institute specifically concerned with higher educational opportunity.

Administrative Guidelines

The estimations and appraisals of the historically black institutions that were evident in the McGrath, Jencks and Riesman, and SREB Commission publications did not go unnoticed by those charged with the responsibility of developing administrative guidelines for Title III. Although the first year of funding was implemented with only 5 million dollars, 127 institutions received grants. Participants and proposal writers who were involved in the process will recall the absence of specific or concrete directions in the guidelines given at the time. Despite the directions given to an operational definition of "developing institutions" in the legislation itself, guidelines in the early years of funding lacked the kind of criteria that would assist proposal writers, and "hear-say" instructions from OE officials were often contradictory, if not misleading.

The confusion of the early years was lessened with broader recognition of the projects or activities Title III funds might be obtained for and a more general understanding of the projects or institutional functions for which they were not available. The change in national administrations in 1969 did not produce significant changes in the specificity or helpfulness of guidelines, and projects continued to be funded in clusters that could be loosely identified as faculty development, administrative improvement, student services, and institutional planning.

Evaluations of Title III

The evaluation of specific Title III projects has been a requirement for funding since the re-authorization of Title III in the Educational Amendment Acts of 1972, and periodic efforts have been made by the Office of Education to evaluate the general effectiveness of the act itself. The first of such efforts by the Office of Education was limited in its intent to improve the identification of eligible institutions and apparently resulted in little more than a revised application form for use by proposing colleges.

In 1970 Miller and Gurin made a more extensive effort to identify Title III programs that were promising and to relate program effectiveness to level of funding and institutional characteristics. This evaluation did not find the use of National Teaching Fellows to be highly effective and recommended their de-emphasis in future funding. The "funding strategy" followed by the Office of Education was seen as in keeping with the original intents of the legislative act and a continuing emphasis on moderate and large size grants was encouraged. Miller and Gurin did not believe Title III to be sufficiently supportive of administrative improvement, however, and they raised serious questions about inter-institutional cooperation as it was fostered by Title III. They also recommended the addition of administrative staff within the Office of Education and the increased use of onsite visits as a means of evaluation. Other evaluative efforts in the early 1970s appear to be narrowly concerned with statistical criteria for selecting eligible institutions and procedural matters such as consistent application, notification of awards, etc.

How Much Change?

Hodgkinson (1974) in his evaluation of Title III projects regarded the act as perhaps the most radical federal program in the area of higher education. Its intent, he said, was to bring "a group of academically and fiscally poor institutions, many threatened with extinction," into the mainstream of American higher education. Although he found the authorizing legislation to be vague, he thought this vagueness had turned out to be a virtue because it gave administrators a fairly free hand with which to spend their grants.

Hodgkinson's study is based on a questionnaire survey of 325 institutions receiving Title III funds in the 1965-1971 era. Further information is provided by case studies of 41 institutions and four agencies that received Title III funds. The 325 institutions in the study were approximately one-half public and one-half private, but most had over 1000 students enrolled. Grants were given overwhelmingly to institutions with "large numbers of black students." The largest grant category was faculty development followed by curriculum, administrative improvement, and student services. Faculty development programs were judged as "most successful", however, by only 33 percent of the responding institutions.

Thirty percent of the institutions rated their curriculum development projects as "most successful" while 21 percent so regarded administrative improvement and 16 percent so regarded student services projects. Hodgkinson concludes there is no such thing as a representative Title III program. Funding policies and patterns varied greatly over the five-year period and the diversity of funding practices made it virtually impossible to study the cost effectiveness

of Title III programs. Evaluation itself posed such a problem that Hodgkinson thought it impossible to make valid causal statements about the impact of Title III funds. One reason was that Title III seldom provided the total funds expended by the institutions on particular projects.

Curriculum development funds were used primarily for improvement of the institution's basic curriculum. Curricular development included the addition of new academic subjects and research on curricula division. A third emphasis was given to the establishment of basic skills programs. Faculty development funds went primarily for workshops, institutes, and the use of outside consultants. High participation rate for workshops and institutes is noted because most of them were conducted on the institution's own campus. Administrative improvement funds were used for in-service training, outside consultants, and the establishment of new campus agencies such as development offices or institutional research offices. Student service funds in the year studied by Hodgkinson tended to be used for counseling and guidance services instead of tutorial and remedial services.

Hodgkinson concludes from his study that the difference between direct-grant and consortium-related funding is minimal insofar as program funds and results are concerned. At the end of the average three-year period for which institutions received funding, many of them made "considerable strides toward operational soundness and had gained an increased sense of purpose and self-direction (p. 46)." This progress cannot be attributed solely to Title III since over half the programs were supported heavily from other sources.

Among Hodgkinson's conclusions are:

- (1) The use of National Teaching Fellows was successful in helping developing institutions improve their general curricula and suggests that institutional improvement is more dependent upon outside expertise than internal resources. The Professors Emerita Program did not catch on to any significant extent.
- (2) The number of institutions developing remedial programs with Title III funds was relatively small. It was Hodgkinson's belief that Title III could make a great contribution if effective models for remedial programs could be developed.
- (3) Title III funds have been most effective in helping developing colleges establish institutional research or development offices. The funds provided for these purposes were seed funds and Hodgkinson knew of no case whereby either an institutional research or development office has failed after its initial funding.
- (4) Developing institutions have felt free to put together combinations of funds to develop programs they needed. This fact has obscured to a considerable effect on the impact of Title III.
- (5) With the right kind of presidential leadership, Hodgkinson believes that relatively small amounts of money produced great gains whereas without presidential leadership large amounts of money produced almost no gains at all.

Other Evaluations

Henry Cobb's study (1977) is perhaps the most serious effort to deal with the special problems of black colleges as they relate to Title III funding. Cobb treats the historically black institutions as a subset of developing institutions and presents a persuasive argument that Title III has provided a major thrust in strengthening these institutions.

The continued development of the historically black institutions rests ultimately on how well they serve their avowed purposes and

how well they can "develop and exhibit the capability to meet new individual and societal demands." Cobb believes Title III has had "a decidedly positive impact" on black colleges. It has provided stronger resources for achieving national goals and it has enabled developing institutions to perform a task that others do not. It is thus "an appropriate medium" for support.

The Office of Education is faulted in Cobb's study by: (1) the infrequency of site visits, (2) the failure to coordinate federal funding with starting dates, (3) the monitoring and evaluation "tedium" that is involved, and (4) the failure to require better assurances of program effectiveness. Cobb is also dubious of the Office of Education's objectivity and effectiveness in program evaluation.

Title III, he contends, has permitted too many cooperative agreements for some institutions and has required too much paper work for most of them. The entire assisting agency concept needs to be carefully examined because there is no discernible relationship between the developing institution and the assisting agency. There are also commitments to agency staffs that lead to their vested interest in the continuance of assistance to the developing institutions. Cobb states emphatically that "what specific assisting agencies do is a question that must not go unanswered."

Cobb and others have criticized Title III and its implementation for the lack of an adequate theory or model of institutional development. Although Hodgkinson used Rostow's stages of economic development for his analysis of Title III funding, there is little reason to believe that institutional development as a process has seriously

concerned those administering Title III at the federal level or those directing Title III projects at the campus level. It is possible that neither a theory nor a model of institutional development is necessary for program development.

Concepts of institutional development apparently do not facilitate the definition or selection of developing institutions and little attention is given to theories of institutional development in the preparation of proposals. The legal definition as put forth in federal guidelines is accepted by most proposal writers and little time is lost in moving to the specifics of the institution's request. The success of Title III has not been dependent upon either a definition of developing institutions or the classification of institutions by their stage of institutional development. As desirable as an acceptable model of institutional development would have been throughout the funding of Title III, there is no theory or model that has had more than momentary influence or interest.

The Comptroller General's Report

The General Accounting Office Report (1979) was quite critical of Title III for: (1) its inadequate definition of a developing institution, (2) the unclear means and procedures by which a college may reach the mainstream of higher education, and (3) the unspecified criteria by which priority can be established. The report is also critical of Title III because of continuing grants that are made to some developing institutions. The report notes that 120 of the 244 institutions receiving grants in 1977-1978 have received funds for at least eight years.

There is no assurance, the report concludes, that Title III is meeting its objectives to strengthen developing institutions. The "up and out" goal originally set for the program has not been met, and although HEW officials have replied that the law does not require that institutions "graduate" from the program, the fact remains that no criteria have been set whereby institutions may eventually move from the program.

The authors of the report note that Title III is the primary federal program of direct aid to institutions and while it has provided worthwhile services to many colleges, the operating problems of the program are so fundamental and pervasive that the General Accounting Office is dubious that the program is workable. Congress should decide first if Title III should be continued and if it is continued, Congress should clarify the purposes of strengthening developing institutions.

The report is more a criticism of administration than it is of legislative intent. The report charges that the Office of Education has failed to establish adequate eligibility criteria or to specify what the accomplishments of Title III are. The report specifically recommends that the Secretary of HEW direct the Commissioner of Education to establish eligibility criteria, consistently apply these criteria, and use the refined criteria as standards of measuring progress for Title III institutions.

Historically black institutions received 49 percent of the total funding for Title III in 1977. The report points out that institutions which were members of one large multi-function consortium

received the largest grants. Of the 50 largest grants 42 went to institutions which had been members of this consortium the previous year.

The Office of Education is further criticized because the amount of grants is not consistent with the levels of funding recommended by field readers. For example, institutions that received the third and sixth largest grants were ranked 201 and 206 on the priority list developed during the technical review. Other institutions which received high field-reader ratings did not receive grants. In this regard, the institutions ranked 16th, 38th, and 42nd on the field-reader priority list received no funding at all. Almost without exception, institutions which had been in the Title III program for several years received funding preference.

Additional criticisms deal with insufficient guidance to institutions in the proper use of and accountability for Title III funds as well as insufficient monitoring of institutional financial activities. The report states that "there is virtually no verification of the accuracy of grantee financial reports."

Assisting agencies were found to provide many services to Title III institutions but little evidence of monitoring by the developing institutions themselves was indicated. The report recommends that the Secretary of HEW direct the Commissioner of Education to require each Title III institution to develop a comprehensive development plan; to insure that projects funded by Title III are necessary, compatible, and consistent with long-range development goals; and to require evaluation of the role of assisting agencies in Title III programs. Stricter controls over the use of assisting

agencies should be exercised and competitive selection of agencies should be encouraged. The services provided by assisting agencies should be clearly defined in a formal agreement showing how these services will move the institution toward the mainstream. Final payment to the agencies should be made only after the agreed upon services have been provided.

Improvement and Stabilization

The National Advisory Committee on Black Higher Education and Black Colleges and Universities (1979) has recently pointed out that "cyclical periods of inattention and resistance to the advancement of black Americans are the rule rather than the exception." The admission of black students to law and medical education apparently peaked in 1971 and the Committee finds evidence of a consistent decline since that time.

Reports that stress the progress being made by blacks in terms of higher education opportunities do not, in the Committee's opinion, examine the circumstances under which approximately one million black students participate in higher education. Although blacks comprise 8.4 percent of the full-time undergraduate enrollment in the nation, they receive only 6.4 percent of the baccalaureate degrees. And where black students represent 10.2 percent of the total undergraduate enrollment they constitute only 6 percent of graduate school enrollments and only 4.5 percent of professional education enrollment. The Committee emphasizes that enrollment in higher education must be analyzed by type of institution and major fields to gain a clearer picture of participation.

At the elementary and secondary levels, the Committee notes that black students generally receive poor secondary school preparation and inadequate counseling. Black students are suspended more than three times as often as white students and for longer periods of time. Competency testing is thus viewed as another barrier to full participation by black students in higher education.

Despite adversities, black students continue to pursue post-secondary education. In 1976 over one million black students were enrolled in some form of higher education. More than half of the first-term freshmen come from families with income under \$8000. Almost one-half of all black students are enrolled in two-year colleges, compared with approximately one-third of the nation's white students. Thirty percent of all blacks in higher education are in colleges where they are members of the majority. Eighteen percent are in the historically black institutions while 12 percent are enrolled in the newer predominantly black colleges.

The Committee finds that black students continue to be seriously under-represented in the physical sciences, engineering, and professional fields. Of black students pursuing professional education, 19 percent of them are doing so in historically black institutions. The Committee recommends better counseling and information at the secondary school level as well as efforts to assure better academic preparation. They also recommend the prevention of misuse where standardized tests and discriminatory placement of black students are involved.

In its report on black colleges and universities, the National Advisory Committee emphasized the particularly crucial role of black

colleges. The unique history and role of the historically black institutions must be understood within the context of diversity. These institutions have historically enrolled a disproportionately large share of underprepared and economically disadvantaged students -- and continue to do so. In rendering this valuable service, they have not been recipients of broad sources of federal funding. Where federal funds have been available, they have come from the Department of HEW and not from other federal funding agencies.

Academic programs at historically black institutions, the Committee notes, have been restricted to fields and professions which blacks could pursue in a segregated society. Despite these obstacles, however, the historically black institutions have an outstanding record of accomplishment. In 1975-1976 they awarded 37 percent of all baccalaureate degrees received that year by blacks. Twenty-four percent of their graduates attended graduate and professional schools and a large proportion of the black leadership in the nation were alumni of the historically black institutions. Among the recommendations made by the National Advisory Committee are:

- (1) The states should consider the unique histories of the historically black institutions and their present and potential role in the development of college graduates. Efforts should be placed on enhancement of the public black institutions and expansion of equal educational opportunities.
- (2) The federal government should show greater sensitivity to the impact of financial aid policies on the distribution of students and on institutions that serve a disproportionately large number of needy students. Historically black institutions could participate more fully in federal grant programs if Title III were explicitly for the benefit of historically black institutions; if they were sites for federal research laboratories and programs; if existing graduate and

professional programs were upgraded; and if funding development efforts such as endowment funding were made.

A Study of Title III's Impact

Although the effectiveness of Title III as a means of institutional support has been studied periodically by various investigators, no study has focused exclusively on specific influences that Title III may have on the development of historically black institutions. Where evaluations of Title III have been funded by the federal government, the effort has understandably focused on all institutions receiving Title III funds but some evaluations give consideration to the historically black institutions as a subgroup of recipients. Cobb's (1977) study, in particular, addressed the special problems of the black colleges.

Given the importance of institutional leadership, as shown by Hodgkinson (1974), and the emphasis placed on institutional management by Title III itself, a systematic inquiry into the opinions and beliefs of the presidents of the historically black institutions was thought to be a productive way of evaluating Title III itself. It was known at the time of proposal that many institutions have undergone a change of leadership during the years Title III has been in effect, but turnover in presidents has not been comparable to that for Title III coordinators and others directly associated with Title III projects. One of the assumptions was an expectation that the presidents would be a well-informed group of participants in Title III efforts and that their perceptions of success or failure would be an important source of information for considerations of further support.

Survey Procedures

The limitations and disadvantages of institutional surveys are well known. Questionnaires are an intrusion on the time of busy administrators and an apparently incessant demand for information from government agencies is an imposition on institutional resources. The questionnaire developed for use in this survey, however, was predicated on the apparent timeliness of the study and the expectation that if specific, well-substantiated opinions and beliefs could be brought together, they would prove of value in the public deliberations that might alter or disrupt the funding purposes and program effectiveness of Title III.

The number of historically black institutions identified for survey purposes was 103 colleges or universities believed to be recipients of Title III funds. An extensive questionnaire with a brief covering letter was mailed directly to the presidents with a personal plea that they return the completed questionnaire within the next few days. Unfortunately, the questionnaires were mailed at an inappropriate time and their return took well over two months. It was not possible, for several reasons, to mail the questionnaires before the close of the spring term in 1979 and further delays prevented the questionnaires from going out until late August. In retrospect, it is obvious that the time of initial contact could not have been better calculated to catch the presidents out of their offices or off campus.

Despite the delays in returning the questionnaires, a total of 40, plus one extensive letter serving the same purpose, were returned -- many of them with apologies or explanations for the

delay. Although no effort was made on the questionnaire to identify the responding institutions, it became obvious from the returned questionnaires that few of the presidents had reservations about being identified with their answers. An appreciable number of the questionnaires was returned in institutional envelopes while others were either signed or included correspondence under the institution's letterhead.

Much to the researcher's surprise, and embarrassment, six of the returned questionnaires indicated that the institution did not receive Title III funds. With the exception of these six, all returned questionnaires were usable and constituted a 38 percent return from the original 103 mailed. Despite an extensive effort by telephone to solicit returns, a total of 57 questionnaires were not returned and no information could be obtained for purposes of the survey. Despite the prestige of the Southern Education Foundation as the funding agency and its explicit identification with the survey, and despite the endorsement of the National Association for Equal Opportunity in Higher Education (NAFEO), the percent of questionnaires returned was low.

Analysis of Survey Results

The credibility of the survey results is dependent upon the extent to which the responding institutions are a significant group or class of institutions receiving Title III funds. Several efforts have been made to determine if the responding institutions are representative of the parent population of historically black institutions, but the conclusion is easily reached that they are

indeed a significant, highly pertinent group of institutions whose experiences with Title III are relevant to an assessment of Title III's effectiveness. Many of the responding institutions are among the most prominent historically black institutions in the nation, and their presidents are among the most knowledgeable spokesmen for higher education serving black citizens. Close examination of the status, location, and functions of the responding institutions gives good reason to believe that the responding institutions, even if later shown to be somewhat unrepresentative, are nonetheless "a critical mass" of participants in the Title III programs.

Collectively, the responding institutions enroll almost 45 percent of the students in historically black institutions. Fifty-four percent of the responding institutions are private, four-year colleges while 32 percent are public, four-year colleges; the remaining 14 percent are two-year institutions and are evenly divided between public and private control. With the exception of Missouri, every state with a historically black institution in its borders is represented among the responding institutions and no selective bias of a geographic nature is evident from the survey data. In brief, although several "key" institutions are regrettably absent from the responding institutions, there is no evidence that would suggest bias in the questionnaires returned and analyzed in the survey. Interpretation of the questionnaire data will be confined to the responding institutions as a special group of historically black institutions receiving Title III funds, but there are no known reasons why the interpretations cannot be generalized to the

total group of institutions that constituted the original survey population.

The Uses of Title III Funds

One of the relevant findings of the survey concerns the internal uses of Title III funds for institutional purposes. Almost 41 percent of the funds are estimated by the presidents to be expended on salaries for professional staff while an additional 24 percent was apparently spent on secretarial, specialized, or technical staff. Accepting these figures as a general estimate of how Title III funds are spent by funded institutions, it would follow that almost two out of three Title III dollars have purchased personal services. Less than five percent of the funds are estimated to be spent on advisory or consultative services while an additional 15 or 16 percent are estimated to be spent on operating supplies, expenses, equipment, and materials.

When asked how their Title III funds compared with previous years, 40 percent of the responding presidents indicated that their 1979-1980 funds were lower. Thirty-one percent replied that their current funds were higher than previous years while 29 percent indicated that current funding was at the same level as before. It is not evident from the presidents' responses whether they expect a decline in Title III funding but there is also nothing to indicate that they expect funding at a increased level.

How Did Title III Help?

The emphases placed on institutional development have varied during the years of Title III funding and imply that the Office of

Education has not administered the act with either rigidity or absolute consistency. When asked how much emphasis their Title III projects have placed on institutional management, faculty development, student services, institutional planning, and curriculum development, the responding presidents indicated that Title III has been of more help to them in institutional planning and curriculum development than in faculty development or student service. Over one-half of the presidents reported that a major emphasis had been placed on institutional planning and development and curriculum or program development. Less than 10 percent of the responding presidents believed these functions to receive less than average emphasis in their institutions.

Institutional management was seen by 42 percent of the presidents as receiving major emphasis and by almost 50 percent as receiving "above average" emphasis. In comparison, faculty development apparently received a major emphasis in 27 percent of the institutions and so did student services. Of the functions suggested in the survey questionnaire, however, student services apparently received the lowest degree of emphasis. Nineteen percent of the presidents acknowledged that student services received minor emphasis from Title III funding.

The Improvement of Management

One question in the survey instrument dealt specifically with managerial functions that Title III funds may have been helpful in improving. The presidents were almost unanimous (97 percent) in

reporting that the funds had been of "appreciable" or "substantial" help in improving institutional long-range planning. They were almost as sanguine about the improvement of management information (86 percent) and institutional research (82 percent). In view of the emphasis placed upon the management functions in proposal guidelines and regional conferences held by Office of Education personnel, this finding would seem to support the general effort to improve the management or administration of developing colleges.

Other managerial functions apparently improved with Title III funds were data processing, budgeting, and the institution's efforts to achieve fiscal accountability. Less than one-half of the presidents believe Title III to be successful in helping them improve developmental or fund raising efforts, and only minimal help may have been received in improvement of personnel selection procedures and salary or wage administration.

When viewed in terms of overall institutional management, Title III funds have apparently been instrumental in a number of functions or activities that promote efficiency or effectiveness. Fifty-eight percent of the presidents report that it has been possible to upgrade faculty through special training seminars and Title III funds have been of "substantial" or "great" help in enabling staff to attend national or regional conferences. A majority of presidents also report "substantial" or "great" effectiveness in upgrading administrative staff through workshops and seminars, in upgrading faculty through additional graduate or professional work, and in the use of consultative services of a professional or technical nature. Although Title III funds have also been

effective in institutional management by permitting the employment of new administrators, reassignment of administrative personnel to other functions, and the employment or reassignment of technical, semi-professional, or support personnel, these activities have been variously effective and do not impress the responding presidents as outstanding. Thirty-five percent of the presidents, however, report that onsite visits to other campuses for observational purposes have been facilitated by Title III funds and has resulted in the improvement of institutional management.

Faculty Development

An obvious benefit of Title III funds should be seen in efforts to improve instruction and faculty performance. In estimating the number of their faculty receiving some kind of direct support under Title III, the responding presidents recorded an average of 31 faculty members. They further estimated that this number of faculty members constituted 23 percent of their respective faculties. This information implies that a substantial number of faculty members in developing colleges have received some kind of direct support in their efforts to develop professionally or to update instructional or classroom skills. If indicative of support in the improvement of instruction, this kind of help should at least approach a critical level that could be seen and heard in the institutions' classrooms.

The responses of presidents leave little doubt as to their belief in the effectiveness of Title III funds in improving the quality of instruction in their institutions. This improvement,

however, has been more evident in such matters as program planning and development than in direct or immediate efforts to assist individual faculty members. Sixty-eight percent report that program planning and development has been of "substantial" or "great" effectiveness in improving instruction whereas only 23 percent report a similar effectiveness for the National Teaching Fellows program. In fact, a larger proportion (26 percent) report that National Teaching Fellows have been of no help at all. Faculty workshops and seminars are seen as highly effective by 49 percent of the presidents but the purchase of teaching equipment, supplies, and materials may have a more obvious effect. Consultants for special projects appear to have been effective in significant ways but not in an outstanding way.

Institutional research has helped the institutions perhaps more than the assistance Title III funds gave with self-studies for accreditation. Increases in library holdings have been effective in improving instruction to some extent but at least five percent of the presidents report that they have not helped at all. Improvement in laboratory facilities apparently have a more direct effect on the quality of instruction, as perceived by the presidents, and efforts to raise funds or outside support for the improvement of instruction do not appear to be consistently related to the use of Title III funds.

Curriculum Development

There is little doubt among the responding presidents that Title III funds have been effective in improving their academic

programs. Seventy-eight percent of the presidents responded that Title III funds had been of "substantial" or "great" help in developing new courses to strengthen established majors. Even more presidents (89 percent) indicated that the uses of instructional media have been of "substantial" or "great" help. A substantial majority (67 percent) appreciate the assistance that Title III funds have given in the development of new major fields or areas of specialization. They are also appreciative of the assistance that has been given in interdepartmental cooperation and at least one-half of them are appreciative of the assistance given in inter-institutional cooperation. The responding presidents are more dubious, however, that the exchange of students and the provision of field trips or various forms of cultural enrichment have facilitated curriculum development as such. It is significant that 67 percent of the responding presidents report that the exchange of students has not helped at all. Only 38 percent believe field trips or cultural enrichment to have been of "substantial" assistance.

Student Services

When asked to evaluate the effectiveness of projects and activities that provide assistance to students, a majority of the presidents responded that all but one of the listed projects and activities had been of "substantial" or "great" effectiveness. No one of the listed services or activities was enthusiastically endorsed by all presidents, however, and the highest endorsements seem to have been given to the establishment of reading labs, followed somewhat closely by career counseling and academic advisement. It is

relevant that almost one out of four presidents rated the effectiveness of financial aid advisement as "negligible" and one out of ten responding presidents may be dissatisfied with the institution's efforts to provide tests and measurements, speech communications, computational skills, and career counseling as student services.

A cautious interpretation of the presidents' responses dealing with student services might be that while the presidents are appreciative of the assistance Title III has given in establishing these services, they recognize limitations and disadvantages in the services as they are presently provided. It is perhaps safe to say that few presidents are thoroughly pleased with the quality of student services provided their students.

Essential and Enduring Changes

An open-ended question in the survey asked the Title III presidents what specific student services would have been unavailable to their students if no Title III funds were available. In response to this question, a great variety of student services were listed. At least 14 presidents indicated that they could not have provided comprehensive counseling services to their students without Title III funds, and at least 12 presidents so identified basic skills programs or centers. A total of eight presidents indicated that placement and career counseling would have been unavailable to their students, and at least three presidents mentioned academic advisement, personal counseling, cultural activities, recruitment and retention efforts, and improvement in residence halls. Specific

services mentioned by at least one president in the survey almost run the gamut of student services in two-year and four-year colleges.

A second open-ended question asked the presidents what they regarded as the most enduring curricular change that was likely to result from their application of Title III funds. In response to this question, many of the presidents identified the establishment of new major fields of study but only two of them identified the same field in doing so. The one academic field identified by at least two presidents was business administration. The other fields ranged from landscape architecture to social work, alphabetically, and covered many areas of four-year curricula.

Many of the presidents mentioned special educational efforts that had been possible through their curriculum development projects and identified various forms of instructional innovation as their most "enduring change." The responses given by the presidents to this question are even more diverse than those given for student services.

General Evaluation of Title III

Although the major intent of the survey was to determine the extent to which Title III funds had been effective in improving institutional functions and operations, a matter of great interest was the informed judgment of Title III presidents concerning the general or overall value of the legislative act and its implementation. When asked if the Title III grant had enabled them to raise funds from other sources, over 53 percent of the presidents

replied that Title III funds had been of "appreciable" or "substantial" help in raising other funds; only one president replied that Title III funds had been of no help at all.

Less than a third of the presidents rated consortia as highly successful and only 29 percent of the responding presidents believe consortia to be a more suitable funding arrangement than direct institutional support. Almost all of the institutions have used consortia at some time in their Title III programs. Six percent report that they have never been a member of a consortium while 47 percent indicated that they have frequently been a member of some consortium. Affiliation with a consortium has been a more frequent form of inter-institutional cooperation than bi-lateral agreements with public or private universities. Fifty-six percent of the presidents reported that they used the services of public universities while only 30 percent indicated a similar use of private universities. Well over one-half of the institutions used the services of private consulting agencies, however, and almost 46 percent of the presidents indicated the use of freelance consultants on their Title III projects.

When asked to estimate the proportion of their Title III funds going to assisting agencies, the majority (65 percent) of the presidents responded that less than 10 percent of their funds were spent in this manner. A third of the presidents, however, estimate the proportion as between 10 percent and 25 percent and for at least one institution, the proportion was at least 26 percent.

When asked to rate the performance of their Title III project directors, the responding presidents indicated an appreciable

degree of satisfaction in project direction. Over 40 percent of the presidents rated their project directors as "superior" while an additional 25 percent thought the performance of project directors "excellent." None of the presidents thought the performance of their project directors to be "poor" or "less than adequate."

A somewhat different judgment was given for the effectiveness of Title III coordinators. At least three percent of the presidents thought the effectiveness of their Title III Coordinators to be "less than adequate" and 29 percent apparently believed the effectiveness of their coordinators to be no more than "adequate." On a five point scale the most frequent rating for Title III coordinators was a four -- and not a five.

A majority of the presidents responding to the survey questionnaire believe that Title III has been instrumental in improving the financial stability of their institutions. Over 65 percent of the presidents report that the improvement has been at least "significant" while only 31 percent regard the improvement as merely "noticeable." At least three percent of the presidents do not believe the use of Title III funds to have helped at all.

When asked to judge the general cost-effectiveness of Title III, a clear majority of the presidents rated the cost-effectiveness as "significant" and no president gave a rating of "very low." Considered in its general implications, this finding would again suggest appreciable satisfaction with Title III as a form of institutional support.

In comparing Title III with other legislation of the 1960s, the responding presidents gave Title III a high rating in terms of its effectiveness in making higher education more accessible to minority students. Thirty-eight percent of the presidents rated Title III as "very high" in comparison and 46 percent rated it as "substantial." None of the presidents indicated that Title III had had "very little" effect on accessibility.

Presidents responding to the survey were not particularly pleased with the effectiveness of federal officials and staff associates in handling the various phases of Title III, but they did rate the performance of federal officials as "adequate." Eleven of the presidents believe that federal officials have done a "superior" or "excellent" job of carrying out the intent or meaning of Title III, but no more than eight presidents give a "superior" or "excellent" rating on any of the other functions and activities involved in administering Title III. One out of four presidents believe that OE officials have done a "poor" or "inadequate" job of informing potential participants of funding and over four out of ten presidents believe OE has done a "poor" or "inadequate" job in processing Title III proposals. Forty percent of the responding presidents are displeased with official explanations of denials or requested changes that have been made in their Title III projects.

At least eight presidents expressed dissatisfaction with the Office of Education's efforts to monitor Title III grants, but as one president indicated in a footnote, this is not a function for which the Office of Education has been adequately funded. A general impression easily gained from the presidents' ratings of

effectiveness is the possibility that Title III presidents recognize the difficulties under which the Office of Education has operated but do not regard the performance of federal officials and staff associates as more than "adequate."

One of the more important questions dealt with the extent to which Title III presidents would recommend changes in funding policies and practices. A majority of the responding presidents (79 percent) indicated that multiple year funding would be a desirable practice in the future. A similar majority (83 percent) believe that there should be other assurances of continued support from the federal government. Less highly recommended were such funding policies and practices as better auditing and/or monitoring (51 percent); termination of a Title III grant when the terms of agreements are not met by the developing institution (44 percent); and more discretion in the use of funds by developing institutions themselves (60 percent).

Less than a majority of the responding presidents believe that direct payments should be made to assisting agencies and only 38 percent believe that there should be more control over the assisting agencies themselves. Sixty-three percent of the responding presidents believe that it is "necessary" or "mandatory" to insist on better evaluations of institutional impact. Only one president indicated that better evaluations were not needed.

CONCLUSIONS AND IMPLICATIONS

An adequate evaluation of Title III's impact on the historically black institutions of the nation is yet to be made. Previous efforts have dealt too narrowly with the Congressional intent of Title III, as that intent is now apparent from the conditions and circumstances of the legislation in 1965. Too much concern, perhaps, has been given the difficulties of defining a "developing institution" and establishing criteria for eligibility. Other concerns have focused too critically on the expenditure of funds and sought judgments of the Office of Education's wisdom or administrative efficiency in making and monitoring grants.

It may well be that an adequate evaluation of Title III is no longer possible. The act has been implemented in years in which other funding efforts by both federal and state governments helped facilitate significant, often dramatic changes in higher education. If realistic comparisons could be made, it is possible that Title III has not meant as much to the "developing colleges" of the nation as the provision of basic-educational-opportunity grants in 1972. Such comparisons would greatly undercut the symbolic value of Title III as it was enacted and as it has been applied over the years. It is not irrelevant that Title III was enacted at a time when commitments to the nation's historically black colleges were needed. Nor is it irrelevant that Title III has continued to serve as institutional aid in a period when federal funding policies shifted from institutions to individuals.

If Title III is judged in terms of its value to historically black institutions, it has been one of the nation's legislative successes and it would seem most unlikely that it will be regarded in the future as a failure. Title III has enabled many institutions to fulfill roles and responsibilities that might easily have lagged without the financial and moral support given by the federal government in a period when its funding policies were often confused. There is little room for doubt that Title III has been of significant assistance to the historically black institutions in carrying out the mission traditionally assigned them. Although less clear, an objective view of Title III should also show that Title III has helped many of these institutions broaden or consolidate their missions and to improve the range and scope of educational services that they provide their students. A generation of institutional leaders has received a healthy, growth-inducing exposure to concepts and principles of institutional planning, management, and evaluation. The increase in knowledge or sophistication concerning institutional development is more than a by-product and may well be the most important consequence of Title III funding.

The survey reported in these pages has been a soft, indirect effort to document the value of Title III for a group of institutions that have never been appreciated as they should be. As much as they have been criticized for their lack of academic standards, their inherent conservatism and their suspected obsolescence, such criticism has usually been offered without any benefits of a control group of historically white institutions. It may well be that the historically black institutions are the "most unique"

institutions of higher education in the nation, but it is also possible that critics and detractors have focused on their "less unique" features. Many colleges can be found with academic standards that are suspect, faculty who are unimaginative and lazy, and students who would prefer to be elsewhere.

The basic premise on which the survey has been conducted is the simplistic belief that in any evaluation of Title III, the informed opinions and beliefs of institutional leaders ought to be considered. Hodgkinson merely confirms what many observers have long thought: the effectiveness of institutional change is directly and immediately dependent upon the leadership provided. This truism need not carry to any corollary that leadership is the only requirement for significant and enduring change. Nor should there be any suppositions that the opinions and beliefs of presidents are all that we need for an evaluation of federal programs such as Title III.

The institutions responding in the survey meet several important criteria as a "relevant sample" of historically black institutions receiving Title III funds. Although small, the sample is not biased in ways that would alter appreciably the interpretations that have been made in this report. The survey findings present a substantial number of statements about the effectiveness of Title III in assisting institutions in the areas of administrative improvement, faculty and curricular development, and the provision of student services. They definitely underline other evidence that Title III funds have frequently and significantly permitted many developing colleges to do a better job of educating students.

An early conclusion to be drawn from any study of Title III is the relative contribution the funds from a Title III grant can make. Title III funds do not constitute a great proportion of the developing institution's general expenditure funds and they may be much too small to produce institutional changes of significance. Although the historically black institutions may not have experienced the funding uncertainties suffered by other developing colleges, the lack of consistent funding practices has not been calculated to instill confidence in institutional planning and management. Commitments to personnel, suppliers, supporters, and students have been uncertain in years when deadlines and funding dates were politically scheduled.

The smallness of institutional grants aside, there is yet reason to believe that Title III grants have made significant, important differences in institutional practices and outcomes. Most certainly, Title III grants have permitted historically black institutions to employ personnel with needed experience or expertise in professional or technical fields that could serve institutional purposes. Presidents do not agree on a single "most valuable" expenditure of Title III funds but their responses are surely indicative of benefits and advantages that came with the expenditure of funds.

As a group, the presidents do not appear to be direct beneficiaries of Title III funds. Some have received training, education, or supervised work experience from Title III grants but the responding presidents in this survey do not indicate a high degree of involvement in Title III as proposal readers,

consultants, or members of evaluation teams. Where such participation has been a part of presidential experience, however, it has been valuable to the presidents upon return to their own campuses.

Responding presidents express no doubt about the effectiveness of Title III in assisting the historically black institutions as a group. They are "objective" about the assistance that Title III has given other institutions and recognize the shifts in funding priorities that has taken place during the 1970s. The presidents are quite appreciative of the assistance Title III has given in making higher education more accessible to minority students and give the act a high rating in comparisons to other federal legislation of the 1960s. They do not have "disagreements" with the executive or administrative interpretations of Title III and would probably concede that the act was not written in a way to be easily administered.

The responding presidents do express, however, what must be their "displeasure" at federal efforts to inform potential recipients about funding possibilities and at the explanations given by federal officials when proposals were denied or changes in the proposal had to be made. They give the Office of Education much better ratings in the assistance given with proposal preparation and in carrying out the obvious meaning and intent of Title III. It is highly doubtful that any recipient of federal grants will give federal officials a high rating in the processing of proposals, and the Title III presidents in this survey have not done so. The kindest word that has been used by most presidents is "adequate."

Responding presidents do not see assisting agencies as the sponge that absorbs their funds. Most presidents have said that no more than 10 percent of their Title III funds go to assisting agencies and at least two presidents have footnoted this response with the estimation that five percent "would be more like it." The response of Title III presidents to this question may be quite interesting in view of the intense criticism in Congressional hearings concerning the role of assisting agencies. It is necessary to recall that "assisting agencies" are themselves a creature of the act and the advent of abuse might well have been predicted from the requirement of "bi-lateral agreements" and the expectation that developing colleges would purchase from outside agencies the expertise they could not supply from internal resources.

In judging the performance of their project directors and coordinators, the responding presidents have expressed noticeable satisfaction with the performance of their various project directors. They are less quick with praise for their Title III coordinators but this could easily be a function of the difficulties that come from coordinating diverse projects. It is not impossible that it could be a function of the requirement that each grant be administered by a Title III coordinator. For small institutions with small grants, the salary of a Title III coordinator might consume funds better spent elsewhere.

The recommended changes in funding policies and practices, as seen by the responding presidents, have been predictable. Most of the presidents would like to see multiple-year funding with strong assurances of continued support. Not unexpectedly, they would

welcome more discretionary power in the use of Title III funds and they do not perceive any great need for better auditing or monitoring of grants. As a group, they do not see a compelling need for direct payments from the Office of Education to the assisting agencies and they are unconvinced that more control over the assisting agencies is necessary.

In considering the specific impacts that Title III funds have had on institutional functions, the responding presidents suggest that the greater emphasis has been placed on institutional planning, management, and development but there are hints that they regard the improvements in academic programs as more significant. It is clear from their responses that a strong emphasis has been placed on virtually all the institutional functions fundable under Title III. Where the emphasis has been "minor," it is more likely to be in the provision of student services than in areas related to administration, faculty, or programs.

In institutional management per se, Title III has undoubtedly been of help to developing black institutions in institutional research and management information. The emphasis given these particular functions in funding policies has evidently been well placed, and presidents of the recipient institutions are appreciative of the improvements in management that accrue from more systematic information and research data. Title III funds have also been instrumental in the improvement of other managerial functions but have not been highly effective for functions not specifically mentioned as a funding priority, such as personnel selection and wage administration.

The forms of assistance that are most observable by the responding presidents tend to be such activities as consultative services of a professional or technical nature, travel funds for use in attending national or regional conferences, and special training seminars that upgrade faculty skills. Onsite visits to other campuses for observational purposes is also an obvious benefit of Title III funds, and the presidents have not failed to appreciate their value. The advisability of funding such activities through Title III is evidenced by the possibility that the cost can be minimal when compared to other efforts but yield a pronounced benefit to the institution. One of the regrettable features of Title III funding over the years is the inconsistency with which administrative improvement was an explicit funding objective.

If the estimates of faculty directly supported by Title III funds are representative of other institutions, there is good reason to believe that Title III has been of inestimable assistance in the area of faculty development. Responding presidents indicate that a substantial number and proportion of their faculty have been supported at one time or another by Title III funds. In the presidents' opinions, faculty workshops and seminars have been effective in improving the quality of instruction in their institutions. Good use has also been made of consultants on special projects, opportunities to plan and develop programs, and opportunities to purchase or acquire teaching equipment, supplies, or materials. Less noticeable to the presidents has been the effectiveness of National Teaching Fellows, increased library holdings, and self-studies for accreditation.

The area of curriculum development is one in which responding presidents are most appreciative of benefits from Title III. It is permissible to say that Title III funds have made new major fields or areas of specialization possible and that new courses have been added to strengthen established majors. Both inter-departmental and inter-institutional cooperation has been facilitated by Title III funds but the presidents have not seen great benefits from the exchange of students or the use of field trips and other forms of cultural enrichment. Leading the list of curricular changes identified by the presidents as "most enduring" are the establishment of new major fields that are critically needed and the development of new or innovative approaches to instruction. Considerable pleasure with these changes is expressed by some presidents.

The provision of student services has been aided in many ways by the use of Title III funds. As indicated by the presidents, writing, reading, and study skills labs have been initiated with Title III funds or enabled in various ways. Critically needed services such as career counseling and opportunities for the development of personal or social skills have been facilitated either through direct support or through the release of other institutional resources that would permit better support. Title III funds have often permitted students an opportunity to develop communication skills in speech that might otherwise have remained a handicap to some students. Foremost among the student services identified by the presidents as "otherwise unavailable" are counseling, improvement in basic skills, and academic advisement.

How Well Has It Worked?

In closing this report, it is not impertinent to ask how we reach a summative evaluation of Title III after 14 years of funding experience. It would seem clearly possible that summative statements could be made concerning: (1) Congressional intent at the time of enactment and during the several re-authorizations, (2) administrative interpretation and implementation of the act, (3) funding policies and priorities that have emerged during the funding years, and (4) the results or consequences of enactment and execution of a law proposing institutional aid.

More accurately, it should be possible to inquire into the expressions of public policy that are embodied in the act itself, inherent in the proposal guidelines, and inferred from the funding practices. Viewed in this manner, there is little doubt that the intent of Title III was to provide useful forms of institutional aid to a specific, if nondescript, group of colleges and universities. Success in this respect has not been contingent upon any theory of institutional development -- or the development of consistent, coherent rationales for institutional aids. Title III has simply been a means of assistance to sustain or enhance ongoing functions or to initiate new ones where obvious gaps or deficiencies existed. Funding practices have obviously shifted as policies and priorities have changed with national administrations, program personnel in the Office of Education and influence brokers in the nation's capitol.

Neither private foundations nor federal agencies should waste time over agonizing questions such as "What difference did help make?"

and "Was it worth it?" There are unlikely to be satisfactory answers to either question where there is a deeply entrenched readiness to doubt. Most historically black colleges would have survived without Title III funds but some might not have. It is quite easy to underestimate the symbolic value of Title III at a time when public policy was compelled to address in constructive ways the historic mission of black institutions. It is also easy to underestimate the experience of "experimentation" that small, struggling institutions could gain, no matter how narrowly constrained experimentation might have been. The disappointment of Title III might be that more funds were not available for avowed efforts in experimenting with different methods and approaches to institutional development.

Social institutions grow, develop, and mature in ways much like individuals. Many historically black institutions receiving Title III funds were immature -- irrespective of the criteria used -- and there should be ample evidence that these institutions are now more mature, if that evidence is systematically sought. The responding presidents in this survey have indicated that administrative or management development may be the most valuable expenditure of Title III funds -- and they could be right. The use of Title III funds has made institutional leaders more knowledgeable in many ways, and the impact of that particular Title III outcome may become increasingly evident as the 1980s bring another round of "concern and sense of crisis" about the nation's historically black institutions.

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Table 1

COMPARISON OF CURRENT TITLE III FUNDS WITH THOSE
RECEIVED IN PREVIOUS YEARS

FUNDS	Presidents Responding:	
	NUMBER	PERCENT
Higher	11	31
Lower	14	40
Same	10	29

Table 2

GENERAL EFFECTIVENESS OF TITLE III FUNDS
AS A MEANS OF INSTITUTIONAL SUPPORT

TYPE OF INSTITUTION	<i>Presidents Responding "Substantially" or Greatly"</i>	
	NUMBER	PERCENT
Historically black colleges	28	80
Two-year colleges in general	12	35
Four-year colleges that are predominantly white	4	12
Colleges of all kinds serving low-income students	17	47
Colleges of all kinds serving disadvantaged or poorly prepared students	18	50

Table 3

EMPHASIS OF TITLE III EFFORTS
BY INSTITUTIONAL FUNCTION

FUNCTION	MINOR	ABOVE AVERAGE	MAJOR
Institutional Management	8%	50%	42%
Faculty Development	14%	59%	27%
Student Services	19%	54%	27%
Institutional Planning and Development	8%	39%	53%
Program Development or Curriculum Development	3%	46%	51%

Note: Percentages are based on responses for 34-36 Title III presidents.

Table 4

SUCCESS OF TITLE III FUNDS IN HELPING ESTABLISH
OR IMPROVE MANAGERIAL FUNCTIONS

FUNCTION	<i>Presidents Responding "Appreciably" or "Substantially"</i>	
	NUMBER	PERCENT
Data Processing	22	65
Management information	31	86
Institutional research	28	82
Long-range planning	35	97
Budgeting	25	69
Fiscal accountability	29	81
Personnel selection	12	34
Salary & wage administration	11	31
Development and fund raising	17	47

Table 5

EFFECTIVENESS OF TITLE III FUNDS FOR INSTITUTIONAL MANAGEMENT, INSTRUCTIONAL IMPROVEMENT, CURRICULAR DEVELOPMENT, AND STUDENT SERVICES

PROJECT	<i>Presidents Responding "Substantially" or "Greatly"</i>	
	NUMBER	PERCENT
Institutional Management		
Employment of new administrators	11	31
Reassignment of administrators to other activities or functions	11	31
Employment of new technical or semiprofessional staff	9	24
Reassignment of support staff to other activities	12	32
Upgrading of administrative staff through workshops or seminars	19	51
Upgrading of faculty through additional graduate or professional work	20	54
Upgrading of faculty through special training seminars	22	58
Consultative services of a professional or technical nature	19	51
Attendance of staff at national or regional conferences	21	57
Onsite visits to other campuses for observational purposes	13	35
Instructional Improvement		
National teaching fellows	8	23
Faculty workshops and seminars	18	49
Other training workshops on campus	14	38
Speakers at faculty workshops	15	42

continued

Table 5 (cont.)

PROJECT	<i>Presidents Responding "Substantially" or "Greatly"</i>	
	NUMBER	PERCENT
Instructional Improvement (cont.)		
Equipment purchased for teaching	18	47
Teaching supplies and materials	19	51
Institutional research	20	54
Program planning and development	25	68
Fund raising and outside support	10	26
Increased library holdings	12	32
Improved laboratory facilities	18	47
Self-studies for accreditation	17	47
Institutional planning and development	21	60
Curricular Development		
New major fields or areas of specialization	24	67
New courses to strengthen established majors	29	78
Interdisciplinary studies	15	47
Interinstitutional cooperation or consortia	18	47
Exchanges of students	5	14
Field trips or various forms of cultural enrichment	14	38
Uses of instructional media	33	89
Interdepartmental cooperation	20	59

continued

Table 5 (cont.)

PROJECT	<i>Presidents Responding "Substantially" or "Greatly"</i>	
	NUMBER	PERCENT
Student Services		
Career counseling	27	73
Tests and measurement (for self-analysis)	17	46
Study skills	24	64
Writing labs	23	64
Reading labs	28	78
Speech communication	20	57
Computational skills	22	65
Personal/social skills	18	50
Financial aids advisement	22	59
Academic advisement	24	67

Table 6

AGREEMENT WITH THE HANDLING OF TITLE III BY THE
FEDERAL GOVERNMENT

EXTENT OF AGREEMENT	Presidents Responding	
	NUMBER	PERCENT
In all important ways	5	14
In most ways	16	43
In some ways	16	43

Table 7

GENERAL EVALUATION OF THE EFFECTIVENESS
OF TITLE III

ACTIVITY	Presidents Responding:	
	NUMBER	PERCENT
"Appreciable" or "Substantial" help in outside funds	19	53
"Significant" or "Substantial" successfulness of consortia	12	35
"Occasional" or "Frequent" use of:		
Private consulting agencies	24	65
Consortia established by Title III	29	80
Private universities	10	30
Public universities	18	50
Freelance consultants	17	46
"Superior" or "Excellent" performance of project directors	20	62
"Superior" or "Excellent" effectiveness of coordinators	20	60
"Superior" or "Excellent" effectiveness of federal officials in:		
Preparing proposal guidelines	8	22
Informing potential recipients of funding	7	19
Processing Title III proposals	4	11
Explaining denials or requested changes	8	21
Monitoring Title III grants	4	11
Assisting in requests for renewal	8	22
Carrying out intent and meaning of Title III	11	30

Table 7 (continued)

ACTIVITY	Presidents Responding	
	NUMBER	PERCENT
"Necessary" or "Mandatory" changes in funding policies recommended for:		
Multi-year funding	29	79
Other assurances of continued support	30	83
Better auditing and/or monitoring	18	51
Termination when contractual agreements are not met	15	44
Direct payment to assisting agencies	5	14
More control over assisting agencies	14	38
More discretion on use of funds by developing institutions	22	60
Better evaluation of institutional impact	22	63
"Substantial" or "Great" financial improvement	14	38
"Substantial" or "Very high" cost effectiveness of Title III funds	21	59

Note: Data reflect a combination of the last two categories of responses from scales of four or five points.

Number and percent responding vary because all questions were not answered on all questionnaires.

Table 8

MOST VALUABLE EXPENDITURE OF TITLE III
AS REPORTED BY PRESIDENTS

PROJECT OR ACTIVITY	NUMBER	PERCENT
Administrative/Management Development	18	34
Curriculum/Instruction Improvement	6	11
Management Information Systems	5	9
Development of Basic Skills	4	8
Curriculum or Program Development	4	8
Salaries and Travel for Professional Staff	4	8
Development Programs	3	6
Personnel and Equipment	3	6
Student Services	2	4
Cooperative Programs or Consortia with other Institutions or Agencies	1	2
Academic Assessment Programs	1	2
Defraying Instructional Costs	1	2
Purchase and/or Design of Teaching Aids	1	2

Table 9

SPECIFIC STUDENT SERVICES THAT MIGHT NOT HAVE BEEN AVAILABLE
WITHOUT TITLE III FUNDS

Comprehensive Counseling Center/Services	14
Development and Improvement of Basic Skills Programs/ Centers	12
Placement and Career Counseling and Services	8
General Academic Advisement/Program and Personnel	3
Personal Counseling	3
Cultural Activities	2
Recruitment and Retention	2
Improve Resident Halls	2
Increased Library Holdings	1
Curriculum Development	1
Development of Marketing Techniques	1
Faculty Evaluation by Students	1
Improved Admissions Procedures	1
Health Services	1
Learning Resources Center	1
Improve Financial Aids	1
Improve Registration	1
Training for Student Services Personnel	1

NOTE: Numbers represent frequency of mention by presidents.

ABOUT THE AUTHOR

Cameron Fincher is professor of higher education and psychology at the University of Georgia -- and director of the Institute of Higher Education. Educated at the University of Minnesota (MA, 1951) and the Ohio State University (PhD, 1956), he has published widely in psychological and educational journals. He is a member of the Governor's Committee on Postsecondary Education (Georgia's 1202 Commission) and recently received a medallion for distinguished achievement in public service from the University of Georgia and an outstanding service award from the Association of Institutional Research. He has worked with the Southern Education Foundation on a variety of projects during the past 15 years and presently serves as a member of SEF's Research Task Force. In 1975 he prepared a background paper for the SEF/Ford Foundation Conference on Equality of Access in Postsecondary Education entitled, "The Access-Placement-Retention-Graduation of Minority Students in Higher Education."